



Department of Planning, Building and Code Enforcement
801 North First Street, Room 400
San José, California 95110-1795

Hearing Date/Agenda Number:
P.C.: 11/17/03 Item: 3.e

File Number:
GP03-03-08

Council District and SNI Area:
District 3 – Five Wounds/Brookwood
Terrace SNI area

Major Thoroughfares Map Number:
83

Assessor's Parcel Number(s):
Various

Project Manager:
Bill Scott

GENERAL PLAN REPORT

2003 Fall Hearing

PROJECT DESCRIPTION:

General Plan Amendment request to change the Land Use/Transportation Diagram from Light Industrial with Mixed Industrial Overlay on 14.2 acres to Medium High Density Residential (12-25 DU/AC) on 9.0 acres, Neighborhood/Community Commercial on 5.2 acres and Floating Park designation on property located along both sides of the Union Pacific Railroad right-of-way and the north and south sides of the intersection of 24th Street/McLaughlin Avenue and William Street.

LOCATION: North and south sides of the 24th Street-McLaughlin Avenue and William Street intersection.

ACREAGE: 14.2

APPLICANT/OWNER:

City of San Jose/Various Owners

GENERAL PLAN LAND USE / TRANSPORTATION DIAGRAM DESIGNATION:

Existing Designation: Light Industrial with Mixed Industrial Overlay and Medium Density Residential (8-16 DU/AC)

Proposed Designation: Medium High Density Residential (12-25 DU/AC), Neighborhood/Community Commercial and Floating Park

EXISTING ZONING DISTRICT(S): LI Light Industrial; R-1-8 Residence District

SURROUNDING LAND USES AND GENERAL PLAN DESIGNATION(S):

North: Residential and Miscellaneous Light Industrial uses – Medium Density Residential (8-16 DU/AC)

South: Residential, McKinley Elem. School - Medium Density Residential (8-16 DU/AC) Public/Quasi Public

East: Residential, Commercial – Medium Density Residential (8-16 DU/AC), Neighborhood Community Commercial

West: Residential – Medium Density Residential (8-16 DU/AC)

ENVIRONMENTAL REVIEW STATUS:

Negative Declaration

PLANNING STAFF RECOMMENDATION:

Medium High Density Residential (12-25 DU/AC) on 9.0 acres, Neighborhood/Community Commercial on 5.2 acres and Floating Park.

Approved by:
Date:

PLANNING COMMISSION RECOMMENDATION:

CITY COUNCIL ACTION:

CITY DEPARTMENT AND PUBLIC AGENCY COMMENTS RECEIVED:

- None Received.

GENERAL CORRESPONDENCE:

- None Received.
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ANALYSIS AND RECOMMENDATIONS:**PROJECT DESCRIPTION**

This is a staff initiated General Plan amendment to change the *San Jose 2020 General Plan* Land Use/Transportation Diagram designation from Light Industrial with Mixed Industrial Overlay on approximately 14.2 acres to Medium High Density Residential (12-25 DU/AC) on 9 acres, Neighborhood Community Commercial on 5.2 acres and the Floating Park designation. The subject site is within the *Five Wounds/Brookwood Terrace (FWBT) Strong Neighborhood Initiative (SNI) Neighborhood Improvement Plan* area. The proposed amendment is intended to encourage future redevelopment of the subject site to pedestrian oriented mixed-use development consistent with one of the top priorities of the *Five Wounds/Brookwood Terrace Neighborhood Improvement Plan*.

BACKGROUND**Site and Surrounding Uses**

The amendment site is an elongated strip of land incorporating the southeasterly quadrant of the East San Antonio Street/24th Street intersection and extending along the southeast side of the Union Pacific Railroad and Valley Transportation Authority (VTA) railroad right-of-way on the north and south sides of the 24th Street/McLaughlin Avenue and William Street intersection. The subject area consists of several small parcels and is currently occupied by a variety of uses, including an assortment of small industrial businesses. These industrial operations are typified by auto repair facilities, outdoor storage, and small warehousing operations, most of which were established prior to current development standards. There are some residential units scattered throughout the site among some of the industrial operations. Railroad tracks and railroad right-of-way owned by Valley Transportation Authority (VTA) traverse through the center of the amendment site, but are not the subject of the proposed land use change.



Subject site: Unpaved outdoor storage area

The streets and railroad tracks divide the subject site into three subareas (see map on following page) as follows:

- (1) The northernmost subarea is a triangular shaped area bounded by East San Antonio Street on the north, 24th Street to the west and the railroad tracks on the east. This area is occupied by an auto tow and storage yard, a shopping cart recycler and a small church.
- (2) The center portion is located on the north side of East William Street and extends across both sides of 24th Street and Peach Court. This area is occupied by a number of auto repair facilities; some residences and a drywall contractor's yard on the east side of 24th Street; and a restaurant and several automobile repair business on the west side of 24th Street.
- (3) The southernmost area extends along the east side of the railroad right-of-way from East William Street and is occupied by an auto repair facility, a single-family house and a warehouse. Many of the existing buildings are in moderate to poor condition and some have unpaved and/or unscreened outdoor storage areas. In 1996, a General Plan Amendment (GP96-3-1) was approved that applied the Mixed Industrial Overlay to the subject site. The application of the Mixed Industrial Overlay recognized the subject site as non-prime industrial land suitable for non-industrial uses.



Typical metal industrial building and outdoor storage

The subject site is surrounded by some of the residential neighborhoods that make up part of the *Five Wounds/Brookwood Terrace* SNI revitalization area, including: Five Wounds, Olinder, Bonita, Roosevelt Park South and McKinley. These residential neighborhoods include a diverse range of housing types, including single-family homes, townhouses, duplex units, apartment buildings and several mobile home parks. McKinley Neighborhood Elementary School is located to the south. A small node of commercial uses is adjacent to the east of the amendment site around the intersection at 24th/McLaughlin and William Street. An old single-family house is located on the northeasterly corner of the intersection. The General Plan land use designations surrounding the subject site generally reflect the existing land uses. With the exception of the small commercial node, virtually the entire area surrounding the subject site is designated Medium Density Residential (8-16 DU/AC) on the *San Jose 2020 General Plan Land Use/Transportation Diagram*. Most of the commercial node at the 24th/McLaughlin and William Street intersection is designated Neighborhood/Community Commercial.



Typical residential uses in Roosevelt Park South neighborhood across 24th Street

This is the third in a series of General Plan amendments intended to implement the *FW/BT Neighborhood Improvement Plan*. In 2001, a General Plan amendment (GP01-03-012) was approved for the San Jose Steel plant site and surrounding uses, to allow mixed-use development (Mixed 16 in Appendix F of the *San Jose 2020 General Plan*). This site is located north of Five Wounds Church on the west side of U.S. 101 between the church and Julian Street. General Plan amendments (GP03-03-07 and text amendment GPT03-03-007) were recently approved by the City Council deleting the Scenic trail designation and applying the Transit Mall designation to the segment of railroad right-of-way from Julian Street to 135 feet south of East Santa Clara Street and applied the Floating Park designation on the portion from 135 feet south of Shortridge Avenue to Interstate 280. The intent of those amendments was to assist future BART facility construction and rail-to-trail conversion of portions of the railroad right-of-way, both of which are high priorities of the *FW/BT Neighborhood Improvement Plan*.

Five Wounds/Brookwood Terrace SNI Area

As discussed above, the subject site is within the *Five Wounds/Brookwood Terrace (FWBT) Strong Neighborhoods Initiative (SNI)* area, which is located approximately one mile east of Downtown San Jose. The area consists of several neighborhoods, including Wooster/East West Court, Roosevelt Park, Five Wounds, Olinder, McKinley, Bonita, Anne Darling, and Little Portugal. A Neighborhood Advisory Committee (NAC) representing a range of community interests guided the development of the *FW/BT Plan*. During the *FW/BT* planning phase, residents, business owners and other interested individuals attended monthly meetings and several community workshops as the forums for creating the *Plan*. Among the topics of greatest interest were those focusing on opportunity sites for redevelopment and preferences for future land uses.

The *Five Wounds/Brookwood Terrace Neighborhood Improvement Plan* documents the community's vision, objectives and priorities. A major theme of the *FW/BT* is to provide walkable "small town" environments with land uses that are complementary to local and regional public transit facilities. BART and VTA transit facilities are integral to the *FW/BT* planning strategies. A top priority of the *FW/BT Plan* is to develop an economic strategy for improving the William Street and 24th Street/McLaughlin Avenue commercial node. The ultimate goal of this priority item is to renovate existing uses, as necessary, and redevelop the older mix of vacant, auto-oriented and industrial uses with clean, comfortable, and attractive new storefronts that are accessible to bicycles and pedestrians. Residents have expressed a desire for a mixed-use neighborhood center organized around a pedestrian friendly William Street and an attractive streetscape on McLaughlin Avenue. This vision includes plazas and new retail shops or housing above professional offices. Area residents are especially eager to attract urban amenities such as bookstores, coffee shops, and a high quality grocery store. The *SNI Plan* recognizes the importance of the 24th Street/McLaughlin and William Street corridor for the neighborhood, which, with appropriate economic and physical revitalization and redevelopment could be transformed into a new, mixed-use "town center." The proposed General Plan amendment is among the first steps in implementing these priorities.

ANALYSIS

Land Use Compatibility

The subject site is an "island" of land designated for light industrial uses surrounded by residential neighborhoods. The existing Light Industrial designation permits a wide variety of industrial uses and excludes uses with unmitigated hazards or nuisance effects. As previously indicated, the Mixed Industrial

Overlay was applied in 1996 to designate the subject site as non-prime industrial land. The 1996 amendment concluded that the surrounding neighborhoods should be protected from the introduction of new industrial uses. Impacts resulting from truck traffic, and on-street truck parking and loading have been identified as an ongoing concern for many area residents. Many of these older industrial facilities are visually unappealing, typically occurring in corrugated metal buildings, many with unscreened outdoor storage areas, unpaved parking areas and minimal landscaping.

The proposed amendment would support the revitalization efforts of the surrounding neighborhoods. The northernmost and southernmost portions of the subject site are proposed for the Medium High Density Residential (12-25 DU/AC) designation. The designation is typified by two-story apartments and condominiums with surface parking. Residential structures of greater height with compensating amounts of open space are also possible under this designation. The Medium High Density Residential (12-25 DU/AC) designation is planned for locations near activity centers and on properties within reasonable walking distance to public transit facilities. The Floating Park designation identifies the need for park land in the general area. This designation does not identify the underlying land use rather it conveys that any higher density residential development in the area should result in green space, the exact location to be determined by an actual development application.

To provide an opportunity for expansion and upgrade of the existing commercial cluster, the central portion of the site at the 24th Street/McLaughlin Avenue and William Street intersection and a strip along East William Street are proposed for the Neighborhood/Community Commercial designation. The Neighborhood/Community Commercial designation applies primarily to shopping centers of a neighborhood or community scale. Typical uses include neighborhood-serving retail and service establishments. The portion of the site on 24th Street, between San Antonio Avenue and Peach Court proposed primarily for the Medium High Density Residential (12-25 DU/AC) designation includes a strip proposed for the Neighborhood/Community Commercial designation.

This strip is intended to require a limited amount of ground floor commercial along the 24th Street frontage as a part future residential development. Mixed-use residential and commercial development would also be possible under this designation through the appropriate application of a General Plan Discretionary Alternate Use Policy.



Existing legally established industrial uses would continue to be regulated by the existing industrial zoning pending future re-zoning in conformance with the proposed General Plan amendment. Permits for expansions of existing facilities could occur in accordance with Zoning Code provisions. Since many parcels in the subject site are small and/or are irregular in shape and some have limited amounts of street frontage, parcels should be combined as whenever possible to create larger development sites with appropriate street frontages, adequate parking, circulation and building setbacks. New development would need to conform to the City's Zoning Ordinance, Subdivision Ordinance, Residential and Commercial Design Guidelines, and to the *FWBT Neighborhood Improvement Plan*. Future development in this area should involve continued active NAC participation.

Industrial Land Use Conversion

The industrial land use policies of the *San Jose 2020 General Plan* recognize that there is a finite supply of industrial land in the City to meet the City's Economic Development goals; however, the General Plan makes a distinction between prime industrial lands planned exclusively for industrial development and non-prime industrial areas. Based on the identification of the area as non-prime industrial land, the Mixed Industrial Overlay was applied to the subject site in 1996. The General Plan also recognizes that many of the older industrial sites near the Downtown Core are underutilized and their redevelopment is generally encouraged. This small cluster of industrial uses is completely surrounded by residential neighborhoods. The abandonment of the Union Pacific Railroad spur in the near future would further segregate these few remaining industrial operations from other industrial services and suppliers elsewhere in the City.

Policy Consistency

The proposed amendment is consistent with Urban Conservation Policy No. 2 of the *San Jose 2020 General Plan* which specifies: "the City should encourage new development, which enhances the desirable qualities of the community and existing neighborhoods." The proposed amendment is consistent with General Plan Residential Land Use Policy No. 2 which specifies: "Residential neighborhoods should be protected from encroachment of incompatible activities or land uses which may have negative effect on the living environment."

The proposed amendment is also anticipated to encourage revitalization of the blighted neighborhood commercial cluster located at the 24th William Street and McLaughlin intersection consistent with Commercial Land use Policy No. 4 which specifies: "The City should encourage upgrading, beautifying and revitalization of existing commercial areas and centers." The proposed amendment is consistent with Neighborhood Identity Policy No. 3 which specifies: "Public and private development should be designed to improve the character of existing neighborhoods."

Pedestrian-oriented residential and neighborhood serving commercial and mixed use redevelopment of the subject site would implement of a top priority of the *Five Wounds/Brookwood Terrace Neighborhood Improvement Plan*, which establishes the vision of the community and was formally approved by the City Council in August of 2002.

Environmental Issues

The proposed General Plan change was analyzed in an initial study that resulted in a Mitigated Negative Declaration. The Negative Declaration was prepared and circulated to the public for review and comment. The initial study determined that the proposed land use change would create a less than significant impact with mitigation measures that are based on General Plan policies.

PUBLIC OUTREACH

The property owners within the project boundaries and/or property owners within a 1000-foot radius were sent a newsletter regarding the two community meetings that were held on October 14 and 15, 2003. They also received a hearing notice of the public hearings to be held on the subject amendment before the Planning Commission in November and City Council in December. The proposed amendment was also presented to the *Five Wounds/Brookwood Terrace* Neighborhood Advisory Committee (NAC) at its February 28 and October 28, 2003 meetings. In addition, the Department's web-site contains information

regarding the General Plan process, amendments, staff reports, and hearing schedule. This site is used by the community to keep informed of the status of the amendments. The *FW/BT* NAC and the Valley Transportation Authority (VTA) have indicated support of the proposed amendment. No opposition to or concerns about the amendment have been expressed to staff.

RECOMMENDATION

Planning staff recommends changing the *San Jose 2020 General Plan* Land Use/Transportation Diagram designation from Light Industrial with Mixed Industrial Overlay to Medium High Density Residential (12-25 DU/AC) on 9.0 acres, Neighborhood Community Commercial on 5.2 acres and add a Floating Park designation.

Attachments

Pbce002/GP_Team/2003 Annual Review/GP03-03-08/Staff Reports/GP03-03-08 2 SR